

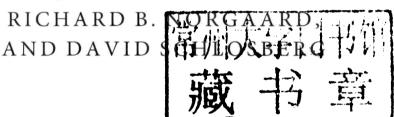
The Oxford Handbook of CLIMATE CHANGE AND SOCIETY

CLIMATE CHANGE AND SOCIETY

Edited by

JOHN S. DRYZEK,

RICHARD B. NOR





OXFORD

UNIVERSITY PRESS

Great Clarendon Street, Oxford 0x2 6DP

Oxford University Press is a department of the University of Oxford. It furthers the University's objective of excellence in research, scholarship, and education by publishing worldwide in

Oxford New York

Auckland Cape Town Dar es Salaam Hong Kong Karachi Kuala Lumpur Madrid Melbourne Mexico City Nairobi New Delhi Shanghai Taipei Toronto

With offices in

Argentina Austria Brazil Chile Czech Republic France Greece Guatemala Hungary Italy Japan Poland Portugal Singapore South Korea Switzerland Thailand Turkey Ukraine Vietnam

Oxford is a registered trade mark of Oxford University Press in the UK and in certain other countries

Published in the United States by Oxford University Press Inc., New York

(C) The several contributors 2011

The moral rights of the author have been asserted Database right Oxford University Press (maker)

First published 2011

All rights reserved. No part of this publication may be reproduced, stored in a retrieval system, or transmitted, in any form or by any means, without the prior permission in writing of Oxford University Press, or as expressly permitted by law, or under terms agreed with the appropriate reprographics rights organization. Enquiries concerning reproduction outside the scope of the above should be sent to the Rights Department, Oxford University Press, at the address above

You must not circulate this book in any other binding or cover and you must impose the same condition on any acquirer

British Library Cataloguing in Publication Data
Data available

Library of Congress Cataloging in Publication Data
Data available

Typeset by SPI Publisher Services, Pondicherry, India Printed and bound by CPI Group (UK) Ltd, Croydon, CRo 4YY

ISBN 978-0-19-956660-0

3 5 7 9 10 8 6 4 2

CLIMATE CHANGE AND SOCIETY

ACKNOWLEDGEMENTS

The editors wish to thank all of the authors of this Handbook not only for their efforts in producing their chapters, but also for their attempts to make their approaches and arguments accessible to those in other fields, and to a broader audience. More generally, we want to express our appreciation for all of those who have taken on the issue of climate change in their disciplines, and brought a full array of approaches, frames, discourses, and tools to bear in helping us understand—and begin to respond to—the many crucial relationships between climate change and society. We received helpful suggestions and comments from an audience at a symposium at the University of Copenhagen in December 2009, thanks to Kasper Møller Hansen for making that possible. Thanks also to Richard Howarth, Daniel Bromley, Hayley Stevenson, and several anonymous reviewers for advice; and to Jeff Joyce for help with the cover image.

Our editor at Oxford University Press, Dominic Byatt, supported the idea of this Handbook from the very beginning, and helped with every step of the way thereafter. Also at OUP, Lizzy Suffling and Sarah Parker were exemplary in their attention to detail.

Finally, we must acknowledge the recent loss of one of the best exemplars of interdisciplinary understanding, public communication, and broad passion on the issue of climate change, Professor Stephen Schneider. His wide array of talents are needed now more than ever, and while he is already sorely missed, the best tribute to his work will be the expanded efforts of others dedicated to seeing his mission through.

LIST OF CONTRIBUTORS

W. Neil Adger, Professor, Tyndall Centre for Climate Change Research, School of Environmental Sciences, University of East Anglia, Norwich, UK.

Walter F. Baber, Director, Graduate Center for Public Policy and Administration, California State University, Long Beach.

Karin Bäckstrand, Associate Professor of Political Science, Lund University.

Paul Baer, Assistant Professor, School of Public Policy, Georgia Institute of Technology.

Jon Barnett, Professor, Department of Resource Management and Geography, The University of Melbourne.

Robert V. Bartlett, Gund Professor of Liberal Arts, Political Science Department, University of Vermont.

David Benson, Lecturer Centre for Social and Economic Research on the Global Environment (CSERGE), School of Environmental Sciences, University of East Anglia, Norwich, UK.

Frank Biermann, Professor and Head, Department of Environmental Policy Analysis, Institute for Environmental Studies, VU University Amsterdam, The Netherlands, and Chair, Earth System Governance Project.

Katrina Brown, Professor of Development Studies, School of International Development, University of East Anglia, Norwich UK.

Harriet Bulkeley, Professor of Geography, Durham University.

Armin Bunde, Professor, Institut für Theoretische Physik, Justus-Liebig Universität, Giessen, Germany.

Sanjay Chaturvedi, Professor of Political Science at the Centre for the Study of Geopolitics, Department of Political Science and Honorary Director, Centre for the Study of Mid-West and Central Asia, Punjab University, India.

Peter Christoff, Associate Professor, Department of Resource Management and Geography, University of Melbourne.

Mark Diesendorf, Associate Professor and Deputy Director, Institute of Environmental Studies, University of New South Wales.

Simon Dietz, Deputy Director, Grantham Research Institute on Climate Change and the Environment, and Lecturer in Environmental Policy, Department of Geography and Environment, London School of Economics and Political Science.

Lisa Dilling Ph.D., Assistant Professor, University of Colorado-Boulder, Environmental Studies & Center for Science and Technology Policy Research.

Timothy Doyle, Chair and Professor of Politics and International Relations in the Research Centre for Politics, International Relations and Environment, Keele University, UK; and Chair and Professor in the Indo-Pacific Governance Research Centre, School of History and Politics, University of Adelaide, Australia.

John S. Dryzek, Australian Research Council Federation Fellow and Professor of Political Science, Australian National University.

Riley E. Dunlap, Regents Professor of Sociology, Oklahoma State University.

Hallie Eakin, Assistant Professor, School of Sustainability, Arizona State University.

Robyn Eckersley, Professor, School of Social and Political Sciences, University of Melbourne.

Daniel A. Farber, Sho Sato Professor of Law and Chair, Energy and Resources Group University of California, Berkeley.

Robert Melchior Figueroa, Associate Professor, Department of Philosophy and Religion Studies, University of North Texas.

Andrew Foss, Consultant, NERA Economic Consulting.

Stephen M. Gardiner, Associate Professor, Department of Philosophy and Program on Values in Society, University of Washington, Seattle.

Nils Gilman, Senior Consultant, Monitor Group.

Ian Gough, Professorial Research Fellow, London School of Economics.

Maarten Hajer, Professor of Public Policy at the University of Amsterdam and Director of PBL Netherlands Environmental Assessment Agency.

Elizabeth G. Hanna, Fellow, National Centre for Epidemiology & Population Health, The Australian National University; and Senior Fellow, Centre for Risk & Community Safety, Royal Melbourne Institute of Technology.

Paul G. Harris, Professor of Global and Environmental Studies, Hong Kong Institute of Education.

David Harrison, Jr., Ph.D., Senior Vice President, NERA Economic Consulting.

Richard B. Howarth, Pat and John Rosenwald Professor, Dartmouth College.

Dale Jamieson, Director of Environmental Studies, Professor of Environmental Studies and Philosophy, Affiliated Professor of Law, Environmental Studies Program, New York University.

Sheila Jasanoff, Pforzheimer Professor of Science and Technology Studies, John F. Kennedy School of Government, Harvard University.

Andrew Jordan, Professor of Environmental Politics, Tyndall Centre for Climate Change Research, University of East Anglia, Norwich, UK.

Sivan Kartha, Senior Scientist, Stockholm Environment Institute.

Laurel Kearns, Associate Professor, Sociology of Religion and Environmental Studies, The Theological School and Graduate Division of Religion, Drew University.

Per Klevnas, Senior Consultant, NERA Economic Consulting.

Ronnie D. Lipschutz, Professor of Politics, University of California, Santa Cruz.

Timothy W. Luke, University Distinguished Professor, Department of Political Science, Virginia Polytechnic Institute & State University.

Aaron M. McCright, Associate Professor of Sociology, Lyman Briggs College, Department of Sociology, and Environmental Science and Policy Program, Michigan State University.

Corina McKendry, Ph.D. candidate in Politics, University of California Santa Cruz.

James Meadowcroft, Professor in the School of Public Policy and in the Department of Political Science, Carleton University, Ottawa, and Canada Research Chair in Governance for Sustainable Development.

Robert Mendelsohn, Edwin Weyerhaeuser Davis Professor of Forest Policy, Yale University.

Susanne C. Moser, Susanne Moser Research & Consulting; University of California-Santa Cruz (Institute for Marine Sciences); and Stanford University (Woods Institute).

Matthew C. Nisbet, Associate Professor of Communication and Affiliate Associate Professor of Environmental Science, American University, Washington, DC.

Kari Marie Norgaard, Assistant Professor of Sociology and Environmental Studies, University of Oregon.

Richard B. Norgaard, Professor of Energy and Resources, University of California, Berkeley.

Matthew Paterson, Professor of Political Science, University of Ottawa.

Colin Polsky, Associate Dean for Undergraduate Research & Active Pedagogy, Associate Professor of Geography, Director, HERO NSF REU Site Program, Clark University.

Simone Pulver, Assistant Professor of Environmental Studies, University of California, Santa Barbara.

Daniel Radov, Associate Director, NERA Economic Consulting.

Doug Randall, Managing Partner, Monitor 360.

Paul Routledge, Reader in Human Geography, School of Geographical and Earth Sciences, University of Glasgow.

Mark Sagoff, Director, Institute for Philosophy and Public Policy at George Mason University in Fairfax Virginia.

David Schlosberg, Professor of Government and International Relations, University of Sydney.

Miranda A. Schreurs, Professor and Director, Environmental Policy Research Centre (FFU), Department of Political and Social Sciences, Otto Suhr Institute for Political Science, Freie Universität Berlin.

Peter Schwartz, Chairman, Global Business Network.

Will Steffen, Executive Director, Climate Change Institute, The Australian National University.

Nico Stehr, Karl Mannheim Professor for Cultural Studies, Zeppelin University, Friedrichshafen, Germany.

Clive L. Spash, Professor of Public Policy & Governance in the Department of Socio-Economics at WU Vienna University of Economics and Business, Austria, and Professor II in Department of International Environment and Development Studies (Noragric), Norwegian University of Life Sciences, Norway.

Andrew Szasz, Professor of Sociology, University of California at Santa Cruz.

Wytske Versteeg, Researcher, Department of Political Science, University of Amsterdam.

Hans von Storch, Director, Institute of Coastal Research, Helmholtz Zentrum Geesthacht, Geesthacht, Germany.

James Waters, Ph.D. researcher, Tyndall Centre for Climate Change Research, School of Environmental Sciences, University of East Anglia, Norwich, UK.

Spencer Weart, Emeritus Historian, Center for History of Physics, American Institute of Physics.

Rüdiger Wurzel, Department of Politics, University of Hull, Hull, UK.

Oran R. Young, Professor of Environmental Governance and Institutions, Bren School of Environmental Science and Management, University of California, Santa Barbara.

Anthony Zito, Reader in Politics and Co-Chair of the Jean Monnet Centre of Excellence at Newcastle University, Newcastle, UK.

Contents

1	List of Contributors	xi
	PART I: INTRODUCTION	
1.	Climate Change and Society: Approaches and Responses John S. Dryzek, Richard B. Norgaard, and David Schlosberg	3
	PART II: THE CHALLENGE AND ITS HISTORY	
2.	A Truly Complex and Diabolical Policy Problem WILL STEFFEN	21
3.	The Nature of the Problem Dale Jamieson	38
4.	The Poverty of Climate Economics Mark Sagoff	55
5.	The Development of the Concept of Dangerous Anthropogenic Climate Change Spencer Weart	67
6.	Voices of Vulnerability: The Reconfiguration of Policy Discourses Maarten Hajer and Wytske Versteeg	82
7.	Environmentality Timothy W. Luke	96
	PART III: SCIENCE, SOCIETY, AND PUBLIC OPINION	
8.	The Physical Sciences and Climate Politics Hans von Storch, Armin Bunde, and Nico Stehr	113
9.	Cosmopolitan Knowledge: Climate Science and Global Civic Epistemology Sheila Jasanoff	129
0.	Organized Climate Change Denial RILEY E. DUNLAP AND AARON M. McCRIGHT	144

11.	Communicating Climate Change: Closing the Science-Action Gap Susanne C. Moser and Lisa Dilling	161		
	PART IV: SOCIAL IMPACTS			
12.	Economic Estimates of the Damages Caused by Climate Change ROBERT MENDELSOHN	177		
13.	Weighing Climate Futures: A Critical Review of the Application of Economic Valuation RICHARD B. NORGAARD	190		
14.	Global Change Vulnerability Assessments: Definitions, Challenges, and Opportunities COLIN POLSKY AND HALLIE EAKIN	205		
15.	Health Hazards	217		
	ELIZABETH G. HANNA			
16.	Indigenous Peoples and Cultural Losses Robert Melchior Figueroa	232		
	PART V: SECURITY			
17.	Climate Change and 'Security' NILS GILMAN, DOUG RANDALL, AND PETER SCHWARTZ	25		
18.	Human Security Jon Barnett	267		
19.	Climate Refugees and Security: Conceptualizations, Categories, and Contestations TIMOTHY DOYLE AND SANJAY CHATURVEDI	278		
	PART VI: JUSTICE			
20.	From Efficiency to Justice: Utility as the Informational Basis of Climate Strategies, and Some Alternatives SIMON DIETZ	295		
21.	Climate Justice Stephen M. Gardiner	309		
22.	International Justice PAUL BAER	323		
23.	Intergenerational Justice RICHARD B. HOWARTH	338		

PART VII: PUBLICS AND MOVEMENTS

24.	Public Opinion and Participation Matthew C. Nisbet	355
25.	Social Movements and Global Civil Society RONNIE D. LIPSCHUTZ AND CORINA MCKENDRY	369
26.	Translocal Climate Justice Solidarities PAUL ROUTLEDGE	384
27.	Climate Denial: Emotion, Psychology, Culture, and Political Economy Kari Marie Norgaard	399
28.	The Role of Religions in Activism Laurel Kearns	414
	PART VIII: GOVERNMENT RESPONSES	
29.	Comparing State Responses PETER CHRISTOFF AND ROBYN ECKERSLEY	431
30.	Climate Change Politics in an Authoritarian State: The Ambivalent Case of China Miranda A. Schreurs	449
31.	Cities and Subnational Governments HARRIET BULKELEY	464
32.	Issues of Scale in Climate Governance Daniel A. Farber	479
33.	Decarbonizing the Welfare State IAN GOUGH AND JAMES MEADOWCROFT	490
34.	Discourses of the Global South SIVAN KARTHA	504
	PART IX: POLICY INSTRUMENTS	
35.	Economic Policy Instruments for Reducing Greenhouse Gas Emissions David Harrison, Andrew Foss, Per Klevnas, and Daniel Radov	521
36.	Policy Instruments in Practice Andrew Jordan, David Benson, Rüdiger Wurzel, and Anthony Zito	536

37.	Carbon Trading: A Critique CLIVE L. Spash	550
38.	Redesigning Energy Systems Mark Diesendorf	561
	PART X: PRODUCERS AND CONSUMERS	
39.	Corporate Responses Simone Pulver	581
40.	Is Green Consumption Part of the Solution? Andrew Szasz	594
	PART XI: GLOBAL GOVERNANCE	
41.	Selling Carbon: From International Climate Regime to Global Carbon Market MATTHEW PATERSON	611
42.	Improving the Performance of the Climate Regime: Insights from Regime Analysis Oran R. Young	625
43.	Reconceptualizing Global Governance PAUL G. HARRIS	639
44.	The Role of International Law in Global Governance Walter F. Baber and Robert V. Bartlett	653
	PART XII: RECONSTRUCTION	
45.	The Democratic Legitimacy of Global Governance after Copenhagen Karin Bäckstrand	669
46.	New Actors and Mechanisms of Global Governance Frank Biermann	685
47.	Resilience W. Neil Adger, Katrina Brown, and James Waters	696
	me Index nject Index	711 716

PART I

INTRODUCTION

CHAPTER 1

CLIMATE CHANGE AND SOCIETY: APPROACHES AND RESPONSES

JOHN S. DRYZEK, RICHARD B. NORGAARD, AND DAVID SCHLOSBERG

CLIMATE change presents perhaps the most profound challenge ever to have confronted human social, political, and economic systems. The stakes are massive, the risks and uncertainties severe, the economics controversial, the science besieged, the politics bitter and complicated, the psychology puzzling, the impacts devastating, the interactions with other environmental and non-environmental issues running in many directions. The social problem-solving mechanisms we currently possess were not designed, and have not evolved, to cope with anything like an interlinked set of problems of this severity, scale, and complexity. There are no precedents. So far, we have failed to address the challenge adequately. Problems will continue to manifest themselves—both as we try to prevent and as we try to adapt to the consequences of climate change—so human systems will have to learn how better to respond. One of the central social, political, and economic questions of the century is: how then do we act?

In this Handbook we have brought together a representation of the best scholars on climate change and society. We identified the key approaches and selected authors to represent and engage with their literatures in a manner that would be informative and interesting to scholars in other areas and to newcomers as well. We have encouraged authors to make linkages between approaches and to other chapters. We hope the Handbook will contribute to the integration of understanding needed to tackle so systemic and complex a problem as the relationship between climate change and society. At the same time, the Handbook is by no means a synthesis, nor does it provide a unified diagnosis of what is wrong (and right) with contemporary human systems, an integrated and coherent program for research, or a singular blueprint for collective action. While we have views of our own on such questions, some of which will come through in this introductory chapter, there is no unified line followed by our authors as they address the complex relationship between people, societies, and the natural world. Most (not all) agree on the magnitude and

severity of the problems. But there are substantial differences when it comes to identifying what matters, what is wrong, what is right, how it got to be that way, who is responsible, and, not least, what should be done.

Commissioning, reading, and editing these contributions has left us acutely aware of the limitations of human knowledge—and the major constraints on intelligent human action—when it comes to complex social-ecological systems. Climate change is, as Steffen explains in his opening chapter, a truly diabolical problem. It is additionally devilish in the mismatch between human capacities to act and the scale, scope, and immediacy of collective action seemingly demanded. Nevertheless we have to start somewhere, and we have aspired in this Handbook to commission and compile the best available set of intellectual resources for the multiple tasks ahead. Given the complexity of what we face, no single volume can offer commentary on absolutely everything that is needed. Yet we have aspired to a measure of comprehensiveness in addressing the range of ways climate change plays out in the social realm.

Our main task is, then, to lay out the various ways that climate change affects society, and what society might do in response. The authors represent a variety of disciplinary understandings and intellectual frameworks that can be brought to bear. In this chapter we introduce the key topics, themes, layers, and issues, before concluding with a discussion of our chosen structure. We begin with the science that first identified climate change as a problem, and how it is received by and in society and government.

1 SCIENCE AND SOCIETY

While the effects of climate change—floods, drought, heat stress, species loss, and ecological change-can be experienced very directly, their conceptualization as connected phenomena with common causes is due to climate science, which therefore plays a very basic part when it comes to climate change and society. Natural scientists (such as Steffen in his chapter) tell us that there is now consensus in the climate science community about the reality of climate change, and near consensus on its severity and the broad range of attendant harms and risks. But that consensus does not of course mean the science is then accepted as the basis for policy. Climate science does not provide certain future projections of risks and damages. The projections are entangled in assumptions about how human systems respond over time—as well as natural ones. Climate is an outcome of a complex geo-atmospheric-ecological system, and complex systems always have a capacity to surprise by behaving in unanticipated ways. Climate change, furthermore, is only one of a range of interacting phenomena of global environmental change caused or affected by human activity. We may indeed be entering the unknown territory of an 'anthropocene' era where people drive truly major changes in global systems. Thus while the broad sweep of history shows climate change being taken ever more seriously as an issue within the scientific community and eventually far beyond (see Weart's chapter), we are dealing with complex processes with uncertain outcomes rather than simple facts, and the public and politicians have difficulty seeing the drivers to collective action in any simple way. The agendas of climate science are now affected by larger social and political processes (see the